

A STUDY OF COMPULSORY EDUCATION IN THE STATE
OF KANSAS

by

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B. S., Kansas State College
of Agriculture and Applied Science, 1929

A THESIS

submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE

KANSAS STATE COLLEGE
OF AGRICULTURE AND APPLIED SCIENCE

1934

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INTRODUCTION

One of the main supports of our present government is the general knowledge and level of intelligence of the citizens as a whole. Realizing that this was true and necessary for better citizenship, many states have passed compulsory attendance laws. It is interesting to know that Kansas was among the first 11 in the United States to pass a compulsory education law requiring its children from ages 8 to 14 to attend school. Considering the fact that Kansas was only admitted to the union in 1861 she was quite in step with the leaders to have passed her first compulsory attendance law in 1874. Kansas at the time of her admittance to the Union and up to 1900 was mainly an agricultural state and had not many industries. However, the legislators and school officials were faced with many problems in the formulating of effective compulsory attendance laws. The purpose of this thesis is to make a study of compulsory attendance in the State of Kansas, showing the labor conditions affecting children, the development of the present compulsory attendance law, truancy in the state at large, a comparison of truancy in first and second class cities with third class cities and rural districts, school attendance, and the relation of child labor and mothers'

pensions to compulsory attendance.

LABOR CONDITIONS IN KANSAS BEFORE 1903

In 1870 there were approximately 39,424 children between the ages of 10 and 15 in the State of Kansas. There were 3,216 gainfully employed in some occupation. There were employed in the field of agriculture 2,501 children and 715 were employed in the remaining industries. The greater number of children seem to be employed in agricultural pursuits. There were 14,447 children engaged in some occupation in 1880. Agriculture gave employment for 11,864 children with a tendency to employ more girls. In the personal and professional trades there was a marked rise in the employment of girls. However, in the mechanical, manufacturing, and mining industries, there was a rise in the employment of children as shown in table 1.¹

Between 1870 and 1880 there was a relative gain of approximately 4 per cent in the employment of children.

There was also an increase in the population of Kansas between 1870 and 1880 making a total of 120,464 children in the state between the ages of 10 and 15 years.²

1. Fourteenth Census U.S. 1920, Vol. 1, p. 14.

2. Table 2.

Table 1. Number and Occupations of Children between 10 and 15 Years of Age Employed from 1870 to 1880. (From U.S. Census 1870, Vol. 1, p. 610; Vol. 3, p. 826; and 1880, Vol. 1, p. 724-833).

Occupations	Kansas 1870			Kansas 1880		
	Males	Females	Total	Males	Females	Total
Agriculture	2,497	4	2,501	11,781	83	11,864
Personal-Professional	235	382	617	996	1,112	2,108
Trade-Transportation	45		45	176	8	184
Manufacturing, Mechanical, Mining	53		53	272	19	291
All industries	2,830	422	3,216	13,225	1,222	14,447
Total children 10 to 15 years in Kansas			39,424			120,464

The reports of the Bureau of Labor in Kansas show the employment of children under 16 years of age in Kansas varies from 900 in 1903 and 1904 to 112 in 1899. As high as 39 firms reported that children under 16 were employed.¹

The reports of the Bureau of Labor do not give a fair picture of the employment situation since there is little or no report given on children employed in the field of agriculture.

The employment of children for the period from 1870 to 1904 shows a variation of 14,447 in 1880 to 112 in 1899. The figures indicate that Kansas did have a child labor problem as shown in tables 2 and 3.

THE DEVELOPMENT OF THE COMPULSORY EDUCATION LAWS

The first law requiring the attendance of children in the schools of Kansas was passed in 1874. All healthy children between the ages of 8 and 14 years, shall attend a public or private school, taught by a competent instructor, for a period of at least 12 weeks in each year, 6 weeks of which shall be consecutive. However, the child may be exempted from attendance if the board of the school in which the child resides is satisfied that the parents,

1. Tables 2 and 3.

Table 2. Showing Relative Occupations and Number of Children of
School Age Employed from 1870-1930*

Occupations	1870	1880	1890	1900	1910	1920	1930
Agriculture	2,501	11,864	1,814		14,345	2,026	1,861
Other occupations	715	2,583	1,615		4,385	5,244	2,241
All occupations	3,216	14,447	3,429	22,489	18,730	7,270	4,102
Total children 10-15 years	39,424	120,464	170,215	178,277	200,794	211,706	214,785

*Reference citations 20-25.

Table 3. The Number of Children of School Age
Employed in the State of Kansas
1899-1903*

Year	: Firms using :		: Children :		: Hours :	: Firms employing children under 16
	: children under 14	: children under 16	: Children under 16	: Children under 16	: per day	
	Yes	No				
1899	5	109	112		9.9	19
1900	19	152	691		10	39
1901	--	--	860		--	--
1902	23	87	775		--	77
1903	4	164	900		--	--

*Reference citations: 1-4.

due to poverty, are not able to clothe the child, or that the child's mental or physical condition is such as to prevent his attendance at school or application to study for the period required, or that he has already acquired the ordinary branches required by law, or taught at home those branches usually taught in the public schools subject to same examination as the pupils of the district or city in which he resides, or that there is not a school within two miles by the nearest traveled road.¹

The enforcement of the compulsory attendance law was left to the director or president of the board in the dis-

1. Session Laws of Kansas 1874, ch. 123, sec. 1, p. 194.

strict in which the child attended school.¹

The penalty for violation of any provision of the law constituted a misdemeanor and a fine of five to ten dollars for the first offense. The fine to be paid into the county treasury for the support of the common schools.²

"That upon the trial of any offense as charged herein, if upon such trial it shall be determined that such prosecution was malicious, the costs in such case shall be adjudged against the complainant and collected as fines in other cases."³

The law of 1874 had a weakness in that there were loopholes of exemptions where children might not be forced to comply with the law even though healthy and capable. The enforcement of the law being left to the director or president of the board. The figures of the children of school age employed in the state tends to show the method of enforcement was weak.

In 1903 an act was passed amending the law of 1874. The upper age limit was changed from 14 to 15 years. The pupil must attend school for the period that school is in session. The type of school that the child could attend

1. Session Laws of Kansas, 1874, ch. 123, sec. 2, p. 195

2. *ibid*, sec. 3, p. 195

3. *ibid*, sec. 4, p. 195.

was changed to include a denominational or parochial school.¹

The following new exemptions were made to the law providing that any child of the age of 14 or more who is able to read and write the English language, and who is actively and regularly employed for his own support or for those dependent upon him shall not be required to attend aforesaid schools for a term longer than 8 consecutive weeks in any one year.²

The school authorities shall when physical or mental exemptions are claimed, cause an examination of such child before a physician or physicians employed by the authorities.³

One of the most important changes was the providing of a new method of enforcing the attendance. Each county superintendent was to divide their county into not less than one or more truant districts exclusive of first and second class cities. Each first and second class city constituting a district.⁴

In other than first and second class cities, the truant officers were nominated by the county superintendent

1. Session Laws of Kansas, 1903, ch. 423, sec. 1, p. 650

2. *ibid*, sec. 1

3. *ibid*, sec. 1

4. *ibid*, sec. 1-2.

and appointed by the county commissioners to be under the supervision of the county superintendent. The county truant officer to be paid by the county commissioners from the county treasury. In first and second class cities truant officers were appointed by the board of education. The city truant officers appointed by the board were under the board's supervision and paid by the board from the board's funds. The compensation paid the truant officer being for actual time put in and at the rate of two dollars a day.¹

The duties of the truancy officers were to see to the enforcement of the truancy act. The officer was to act whenever from personal knowledge, or by report or complaint of any resident or teacher in district, he feels that any child is subject to the provisions of this act. It is the duty of the truancy officer to serve written notice on parent, guardian, or person having custody of child that the attendance of such child is required. If the child is not in school within five days, the officer to bring complaint in any court of competent jurisdiction.²

The penalty for violation of the provisions of the truancy act constituted a misdemeanor and a fine of not

1. Session Laws of Kansas, 1903, ch. 423, sec. 2-5

2. *ibid*, sec. 2, p. 650.

less than five dollars nor more than twenty-five dollars. All fines to go into the county treasury for the support of the common schools.¹

In the case of a habitual truant, the parents upon giving notice in writing that child is uncontrollable, the officer is to bring complaint in the juvenile court.²

All school officers such as teachers, county superintendents, and superintendents of schools are to report all habitual truants and reasons for their truancy to proper truancy officers.³

The school census taker shall enumerate the ages and etc. of all children.⁴

The law as it stood in 1903 still allowed the exemptions included in the law of 1874 where a child could be exempt from school. This still left a loop-hole to allow non-enforcement of the law.

The passing of the truancy law brought up the question of attendance in a parochial school that did not offer the same branches as were usually taught in the common schools. The State of Kansas ruled that a child who

1. Session Laws of Kansas, 1903, ch. 423, sec. 2-4

2. *ibid*, sec. 3

3. *ibid*, sec. 5

4. *ibid*, sec. 6.

attends a private, denominational school is not a truant even though common branches are not taught. The legislature had not prescribed the courses of study in private and denominational school or parochial school, nor concerned itself with such schools other than to prescribe that they must be taught by a competent instructor. The parent was not subject to the penalty of the truancy law by sending his child to a parochial school.¹

Another case where the supreme court had to make a ruling was in the case where children entitled to school privileges in a city, if required to attend a school designated by the board of education, would be exposed to daily dangers to life and limb so obvious and so great that in the exercise of reasonable prudence, their parents should not permit them to incur the hazard necessarily and unavoidably involved in such attendance, they should not be compelled to attend the school so designated. As a result of this decision, children are not compelled to attend the school designated by the board if the location of the school makes the attendance of the school dangerous to the children who are attending it.²

A further law reaching another class of children was

1. Reports of Cases Argued and Determined in the Supreme Court of the State of Kansas, Vol. 99, p. 167-171.

2. *ibid*, Vol. 79, p. 202.

passed in 1903. This was an act to promote the attendance of deaf and dumb children in proper schools for them.

"That every parent, guardian, company, corporation, association, person or persons within the State of Kansas having control or charge of any deaf, dumb or blind child or person between the ages of 7 and 21 years, shall be required to send such child, or person to some suitable school where deaf and blind are taught and educated. The instruction given the deaf shall be conducted either orally or by sign method, or both, for a period of at least five months in each year, provided, that this will not apply to such child or persons where skilled instruction is given for the same length of time each year."¹

An act for the relief of the poor was passed which stated that, "Whenever it shall be necessary and practicable, poor children of the asylums who cannot be bound out, or whom it may not be expedient to bind out, shall be educated thereat or at the school of the district in which such asylum may be situated, or in some adjacent district, and the board of county commissioners of any such county may arrange with such school district or districts for the education of such children and allow a reasonable

1. Session Laws of Kansas, 1915, ch. 384, sec. 1-2, p. 643.

tuition fee therefor."¹

The effect of these laws was to enlarge the scope of the compulsory education law and reach a class, which due to their physical and financial condition, would have been exempt from attendance at school.

The compulsory attendance laws were further amended in 1907. The most important changes being that there should not be more than five truant districts. The definition of schools affected by the law was made to include any school that child should or has been accustomed to attend, or has been assigned to attend by order of the directors of any country district, or by classification, transfer, or order of the board of education or superintendent of schools of any city of the first or second class. Absence of three or more consecutive days was to be considered truancy, unless exempt under the provisions of this act. The provisions for exemption being poverty, physical or mental incompetency, a graduate of the common schools or having a certificate of admission into high school, or over the age limit.

The truancy officer was also allowed to leave his notice at the resident of the parents, guardian, or person

1. Session Laws of Kansas, 1906, ch. 385, sec. 1, p. 644.

having custody of the child in their absence in the hands of any person 12 years of age or older.

The juvenile court and any other court of competent jurisdiction was given full powers to try and hear all complaints, impose fines, and enforce their collection, and to enforce the provisions of the law.

It shall be unlawful for any merchant, company, or other party, without the written permission of the board of directors of any country district, or of the board of directors of any city of the first or second class, to employ any child therein, between the ages of 8 and 15 years during the sessions of the school term or year, unless such child is exempt from attendance under the provisions of section one.¹

"Provided, that the board of directors of any country district or the board of education of any city of the first or second class shall have the authority, in the exercise of sound discretion, to permit temporary absences of children from school, between the ages of 8 and 14 years, in extreme cases of emergency or domestic necessity.²

"It shall be the duty of all county attorneys, for

1. Session Laws of Kansas, 1907, ch. 317, sec. 2, p. 489-491.

2. *ibid.*

county districts, in their respective counties, and of all city attorneys, in their respective cities, to prosecute all complaints filed and actions brought under this act or under the provisions of the act of which this amendatory."¹

The allowing the boards in the country districts and the first and second class cities to excuse for cases of emergency and domestic necessity gave a further opening for misinterpretation of the law and excusing of children at request of parents. This gave great opportunity for laxity especially in the country districts during harvest and planting times.

In 1919 the compulsory education ages were changed to include all children between the ages of 8 to 16 and to attend for the period school was in session. Instruction was to be in English only.²

The main changes brought about by the law of 1923 was the changing of the lower compulsory age from 8 to 7 and striking out the exemption for children who were self-supporting or supporting parents. Further change was the inclusion of the reporting of incorrigible pupils to the parents or guardians and action in juvenile court when

1. Session Laws of Kansas, 1907, ch. 317, sec. 2, p. 489-491.

2. *ibid*, 1917, ch. 272, sec. 1, p. 367.

necessary. The census enumerators were to ascertain and record the name, place, and date of birth of every child enumerated, and shall make a record of all such children as are deaf or blind or crippled or recognized to be feeble-minded, hard of hearing, or markedly defective in sight, and the parent, guardian or persons having charge or control of such child shall subscribe and take oath or affirmation that such record is true.¹

This law provides that any blind child under 7 years of age may be admitted to the state school for the blind at any time, and that instruction and care to be furnished for 12 months in the year and until the state school is equipped for such instruction and care it may contract, with any other institution for the blind that is fully equipped to care for such child temporarily. Further that instruction to blind to be for period of 7 months.²

The elimination of the poverty clause of exemption of children to work for self or dependents was a real move for requiring the attendance of all normal children and eliminating all loop-holes for the chances of misinterpretation.

1. Session Laws of Kansas, 1923, ch. 182, sec. 4, p. 265

2. *ibid*, ch. 183, sec. 1, p. 267.

The present compulsory education law now in its finished form requires attendance between the ages of 7 and 14, for the entire school year (minimum eight month school term). The only exemptions are to have completed the elementary school course or have physical or mental disability that would prevent child doing the work of the elementary school.

TRUANCY AND NON-ATTENDANCE

The truancy condition of the state is shown by table 4 and figure 1 for the years 1906-1930. For the purpose of analysis of the state as a whole, the entire period has been divided into three smaller periods.

For the years 1906 to 1914 the number of pupils having the attention of the truant officers varied from 6,472 in 1907 to 35,590 in 1912. The number of prosecutions varied from 39 in 1906 to 463 in 1912.

The number of pupils having the attention of the truant officers during the period 1914 to 1922 varies from 12,528 in 1919 to 20,204 in 1921. The number of prosecutions varied from 231 in 1915 to 396 in 1921. The number of convictions from violation of the law varied from 122 in 1918 to 248 in 1919. In the years 1914 to 1922 the number of habitual truants and incorrigible pupils committed to the

Table 4-a. Truancy in the State, 1906-1910*

Year:	school	: Number : children : having : placed : in	: Number : of : officer : attention	: : : : : Number : of : prose- : Con-	: : : : : : : : : :	Committed to Industrial school		
						Boys	: Girls	: Total
1906	4809	8057	39	36	6	0		6
1907	4494	6472	85	73	9	3		12
1908	4728	8533	168	148	19	9		28
1909	4394	7022	97	58	10	4		14
1910	4824	7142	72	54	11	4		15

*Reference citations: 5-16.

Table 4-b. Truancy in the State, First and Second Class Cities,
Third Class Cities, and Rural Districts
1911-1930*

Year		Number children placed in school	Number children having truancy officer attention	Number of prose- cutions	Con- victions	Committed to Indus- trial school		
						Boys	Girls	Total
1911	Third class-District	4221	1008	58	37	6	2	8
	First class	484	6590	177	144	15	5	20
	Second class	1174	3206	62	42	11	3	14
	Total cities	1658	9796	259	186	26	8	34
	Total state	5879	10804	297	223	32	10	42
1912	Third class-District	3845	7320	45	28	2	0	2
	First class	542	8854	152	126	23	3	26
	Second class	5403	19420	266	196	35	6	41
	Total cities	5945	28274	418	322	58	9	67
	Total state	9790	35594	463	350	60	9	69
1913	Third class-District	3741	5851	54	29	0	0	0
	First class	1229	6687	119	52	13	2	15
	Second class	997	3020	60	47	14	1	15
	Total cities	2226	9707	179	99	27	3	30
	Total state	5967	15558	233	128	27	3	30
1914	Third class-District	2292	4152	79	53	5	1	6
	First class	720	7428	143	70	9	0	9
	Second class	1481	2158	60	35	11	0	11
	Total cities	2201	9686	203	105	20	0	20
	Total state	5193	13738	282	158	25	1	26
1915	Third class-District	2796	4270	97	45	9	8	17
	First class	1297	5965	61	61	13	2	15
	Second class	920	2115	73	40	21	5	26
	Total cities	2217	8080	134	101	34	7	41
	Total state	5013	12350	231	146	43	15	58
1916	Third class-District	2830	4953	31	18	1	0	1
	First class	506	6895	92	83	17	4	21
	Second class	1280	3411	103	74	21	2	23
	Total cities	1786	10306	195	157	38	6	44
	Total state	4616	15259	226	175	39	6	45
1917	Third class-District	1958	3750	51	29	1	1	2
	First class	987	8598	183	33	7	1	8
	Second class	1118	2796	120	77	30	2	32
	Total cities	2005	11393	303	170	37	3	40
	Total state	3963	15143	354	199	38	4	42
1918	Third class-District	2538	5250	40	28	2	1	3
	First class	1317	9804	32	30	11	2	13
	Second class	1197	3581	90	64	14	0	14
	Total cities	1514	13385	122	94	25	2	27
	Total state	4052	18635	102	122	27	3	30
1919	Third class-District	1803	3629	12	10	1	0	1
	First class	844	5134	217	149	8	0	8
	Second class	1032	3765	41	89	15	1	16
	Total cities	1876	8899	258	238	23	1	24
	Total state	3679	12528	270	248	24	1	25
1920	Third class-District	2919	4180	95	71	1	0	1
	First class	338	10755	117	31	4	0	4
	Second class	1103	4746	128	81	9	1	10
	Total cities	1441	15501	245	112	10	1	11
	Total state	4360	19681	340	183	11	1	12
1921	Third class-District	2723	5094	115	75	12	6	18
	First class	745	12332	213	85	17	3	20
	Second class	808	2788	68	32	6	2	8
	Total cities	1553	15110	281	117	23	5	28
	Total state	4276	20204	396	192	35	11	46
1922	Third class-District	2289	4214	49	33	2	1	3
	First class	433	10368	162	97	4	0	4
	Second class	873	2380	65	34	8	1	9
	Total cities	1206	16962	276	164	14	2	16
	Total state	3595	21176	325	197	16	3	19
1923	Third class-District	2077	3442	9	9	10	2	12
	First class	642	14566	73	3	17	3	20
	Second class	855	2302	10	10	9	7	16
	Total cities	1497	16868	83	13	26	10	36
	Total state	3574	20310	92	22	36	12	48
1924	Third class-District	2405	3644	64	36	3	2	5
	First class	820	14011	136	122	17	5	22
	Second class	1114	2691	13	12	17	2	9
	Total cities	1932	16702	149	134	24	7	31
	Total state	4339	20346	213	170	27	9	36
1925	Third class-District	2128	2984	86	66	8	2	10
	First class	516	11258	282	167	13	2	15
	Second class	8555	2779	76	45	12	5	17
	Total cities	1371	14037	358	212	25	7	32
	Total state	3499	17021	444	278	33	9	42
1926	Third class-District	2272	3225	56	34	2	2	4
	First class	788	12139	221	111	17	2	19
	Second class	704	2517	128	66	14	2	16
	Total cities	1492	14656	349	177	31	4	35
	Total state	1764	17881	405	201	33	6	39
1927	Third class-District	2031	3215	53	11	4	1	6
	First class	796	11364	214	108	7	2	9
	Second class	671	2099	96	35	6	2	8
	Total cities	1467	13463	300	143	13	4	17
	Total state	3498	16678	363	154	17	5	22
1928	Third class-District	1802	2941	61	32	5	1	6
	First class	750	9790	233	123	18	6	24
	Second class	6737	1968	86	43	13	4	17
	Total cities	7487	11758	319	171	31	10	41
	Total state	8539	14699	380	203	36	11	47
1929	Third class-District	1728	2570	55	27	7	1	8
	First class	1930	9936	212	158	24	8	32
	Second class	699	2235	90	46	8	8	15
	Total cities	2629	12171	302	204	32	16	48
	Total state	4457	14741	357	231	39	17	56
1930	Third class-District	1774	2813	50	25	5	0	5
	First class	620	9651	156	102	12	3	15
	Second class	571	2181	84	41	11	2	13
	Total cities	1191	11832	240	143	23	5	25
	Total state	2965	14645	290	167	28	5	33

*Reference citations: 5-16.

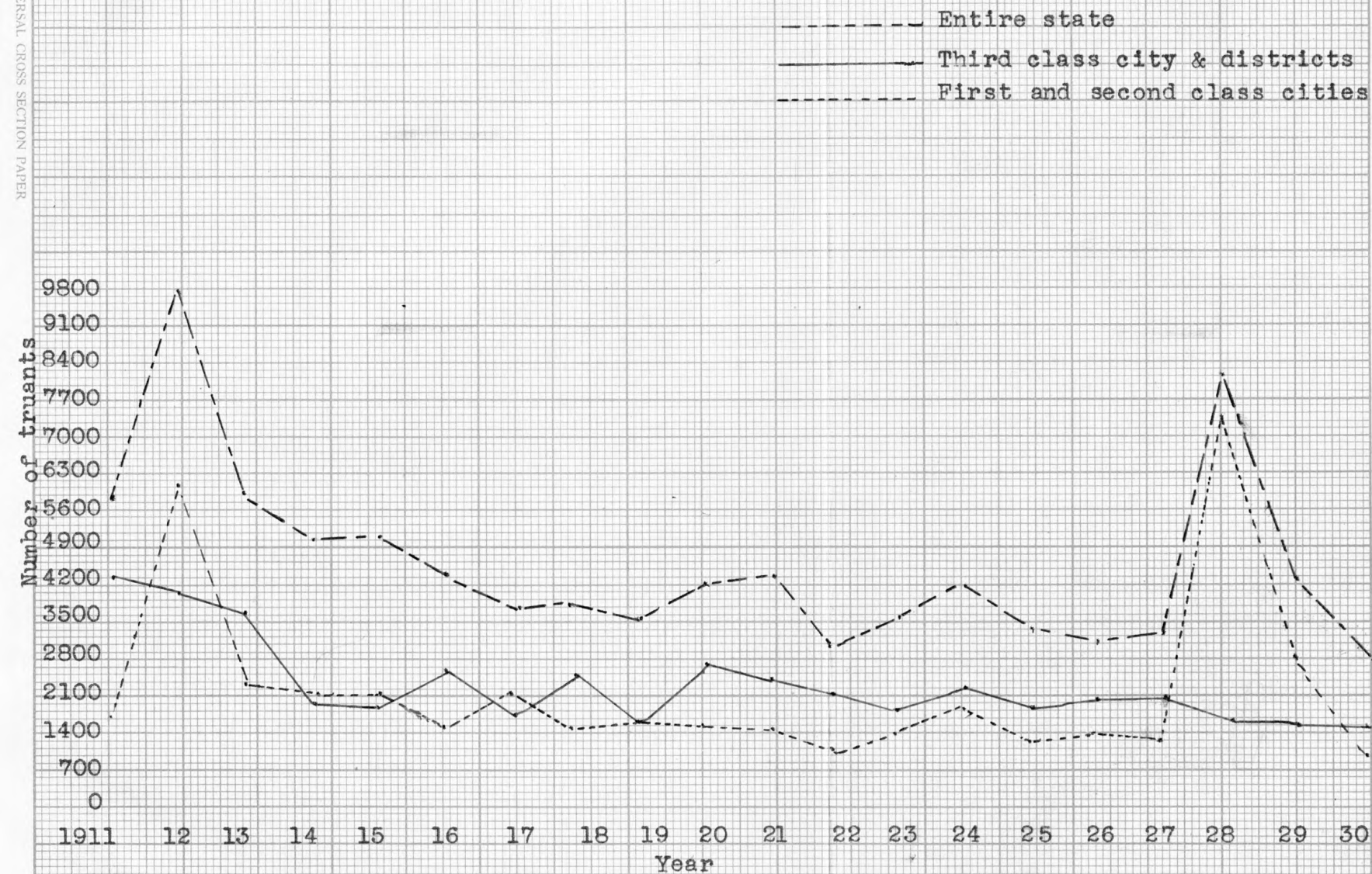


Fig. 1. The number of truants in the state, first and second class cities, and third class cities and rural districts.

industrial school varied from 12 in 1920 to 58 in 1915.

In the period 1922 to 1931 the number of pupils having the attention of the truant officers varied from 14,645 in 1930 to 21,176 in 1922. The number of prosecutions varied from 92 in 1923 to 444 in 1925. The number of convictions varied from 22 in 1923 to 278 in 1925. The total number of habitual truants and incorrigible truants committed to the industrial school varied from 19 in 1922 to 56 in 1929.

The number of truants in the state from 1906-1930 is shown in figure 1 with no regard for the population. The main years that truancy was at its height was in 1911, 1912, 1913, 1914, and 1928. In 1911 there were 5879 children placed in school by the law. There were 9790 children placed in school in 1912 and 5967 were placed in school in 1913. From 1913 to 1919 truancy tended to decline, falling to 3,679. From 1919 to 1922 truancy increased from 3679 to 4,276. In 1922 the number of children placed in school fell to 3,595 which was the lowest level since the passing of the truancy act in 1903. The number of truants increased to 4,339 in 1924 which was an increase of 844 for the year. From 1924 to 1927 there was a decline to 1,764 which is the second lowest from 1906 to 1930. However, in 1928 truancy

leaped to 8,539. The number of truants in 1928 was second only to the number of truants in 1912. In 1929 the number of truants dropped to 4,457 which was a decrease of 4,082. The smallest number placed in school occurred in 1930 when the number fell to 2,965.

The trend of truancy from the standpoint of the school census is shown in figure 2 and table 5. The years that have the greatest amount of truancy are still 1912, 1922, and 1928. The ratio between the school census and the number of truants in 1928 is 1: .0155 while the ratio for 1912 is 1: .0153. The ratio for 1914 is 1: .0116. The greater amount of truancy is shown to occur in 1928 in respect to the population rather than in 1912 when only the number of truants in any year are considered.

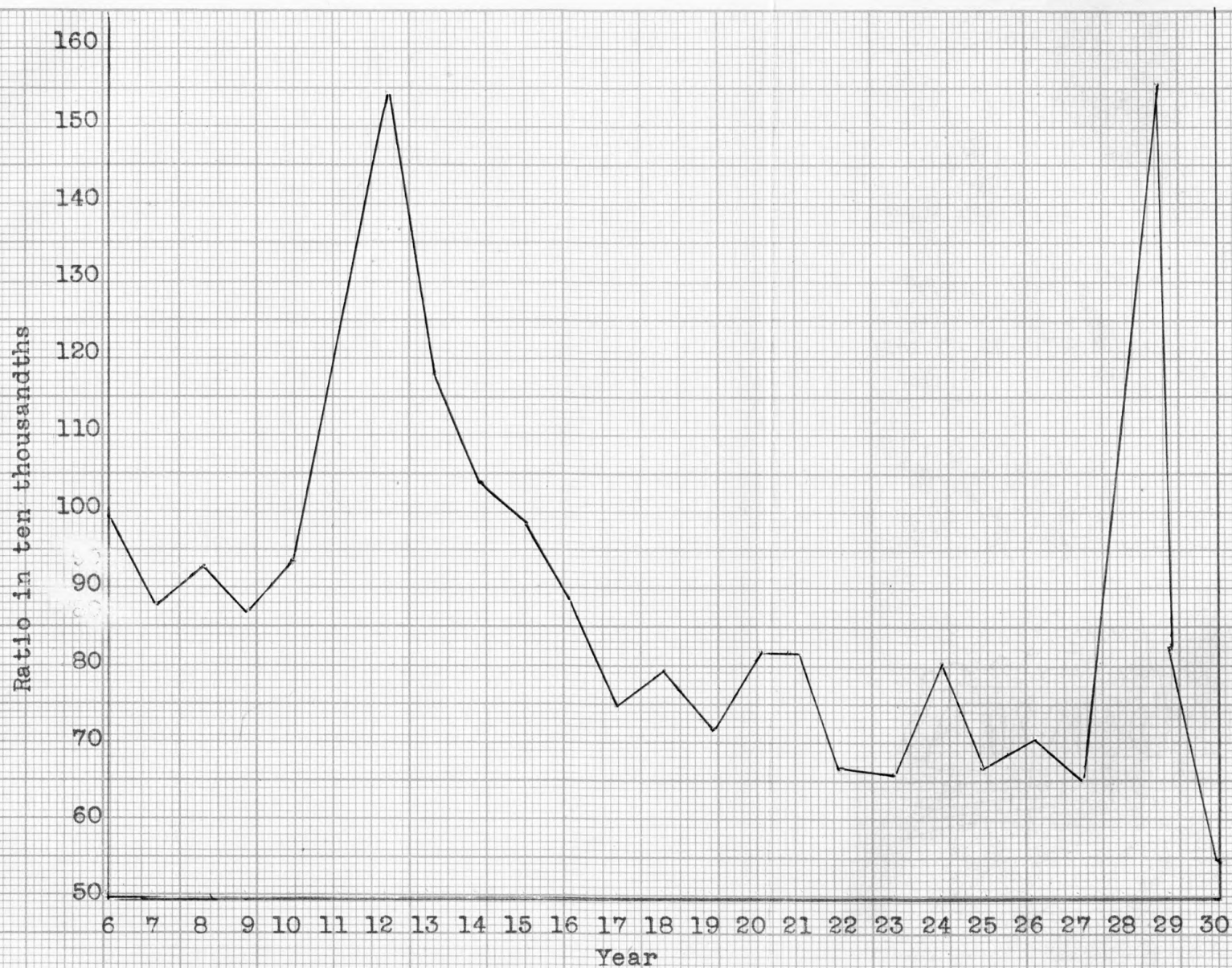


Fig. 2. Ratio of the school census to the number of truants
in the State of Kansas, 1906-1930

Table 5. Ratio of School Census to Number of Truants
in the State of Kansas, 1906-1930*

Year	Total truants	School census	Number in 10,000ths
1906	4809	503,730	95
1907	4494	508,870	88
1908	4728	507,630	93
1909	4394	510,217	86
1910	4824	516,061	93
1911	5879	515,427	114
1912	9790	510,273	153
1913	5967	512,300	116
1914	5193	503,011	103
1915	5013	507,601	98
1916	4616	519,505	88
1917	3963	525,072	75
1918	4052	541,061	79
1919	3679	522,083	70
1920	4360	522,457	83
1921	4276	529,929	81
1922	3595	534,751	67
1923	3577	537,776	66
1924	4339	537,092	81
1925	3499	540,936	65
1926	3764	543,746	70
1927	3498	543,399	64
1928	8539	544,524	155
1929	4457	546,368	82
1930	2965	555,080	54

*Reference citations: Table 9, 5-16.

TRUANCY IN FIRST AND SECOND CLASS CITIES COMPARED
WITH THIRD CLASS CITIES AND RURAL DISTRICTS

Truancy in first and second class cities brings up the question as to whether there is more truancy in the city than in the third class city and rural districts. In determining this question, it is necessary to consider the population in each unit as well as the number of truants.

The number of truants placed in school in the first and second class cities and the third class cities and rural districts is shown by figure 1. For the entire period from 1911 to 1931 there are five instances where the number of truants in first and second class cities exceed those of the third class cities and the rural districts. The years where the most truants were in the first and second class cities was in 1912, 1917, 1919, 1928, and 1929. There were 50,167 truants in the third class cities and rural districts for the entire period. In the first and second class cities there were 44,696 truants.

The school census in first and second class cities has grown from 145,791 in 1905 to 227,022 in 1930. In third class cities and the rural districts the school census has increased from 356,698 in 1905 to 384,205 in 1923, and 328,058 in 1930.

The relation of truancy and the school census is shown in table 6 and figure 3. Out of 20 cases, the first and second class cities have 15 cases where the ratios of the school census to the number of truants exceeded those of the third class cities and rural districts.

SCHOOL ATTENDANCE

A study of table 7 and figure 4 shows the school attendance, enrollment, and school census for the years 1904-1932. The school enrollment had a steady yearly increase from 1904 to 1912. The enrollment was in step with the increase in school census. The years of 1912, 1913, and 1914 were years of decrease from the 1910 and 1911 level in school enrollment and school census. The period 1925 to 1930 shows gradual increases in both enrollment as well as school census. The school enrollment rose from 378,958 in 1904 to 432,749 in 1930. The enrollment for 1932 showing a drop to 424,314. The school census rose from 500,894 to 555,209 in 1931 and dropped to 545,839 in 1932.

In figure 4 the enrollment in the state varied from 71.5 per cent of the school census in 1918 to 79.46 per cent in 1923. The years from 1904 to 1907 were years of increase of percentage of school census enrolled with the exception of 1907 and 1913 which showed pronounced decrease.

Table 6. Ratio of the School Census, the Number of Truants
in First and Second Class Cities, and in Third
Class Cities and Rural Districts
(In 10,000ths)*

Year	: Rural and third class cities	: First and second class cities
1911	119	102
1912	110	370
1913	108	135
1914	63	135
1915	81	135
1916	82	102
1917	51	111
1918	71	83
1919	54	101
1920	88	75
1921	81	80
1922	68	61
1923	51	98
1924	70	94
1925	64	66
1926	67	71
1927	62	68
1928	55	345
1929	53	116
1930	54	52

*Reference citations: 5-16.

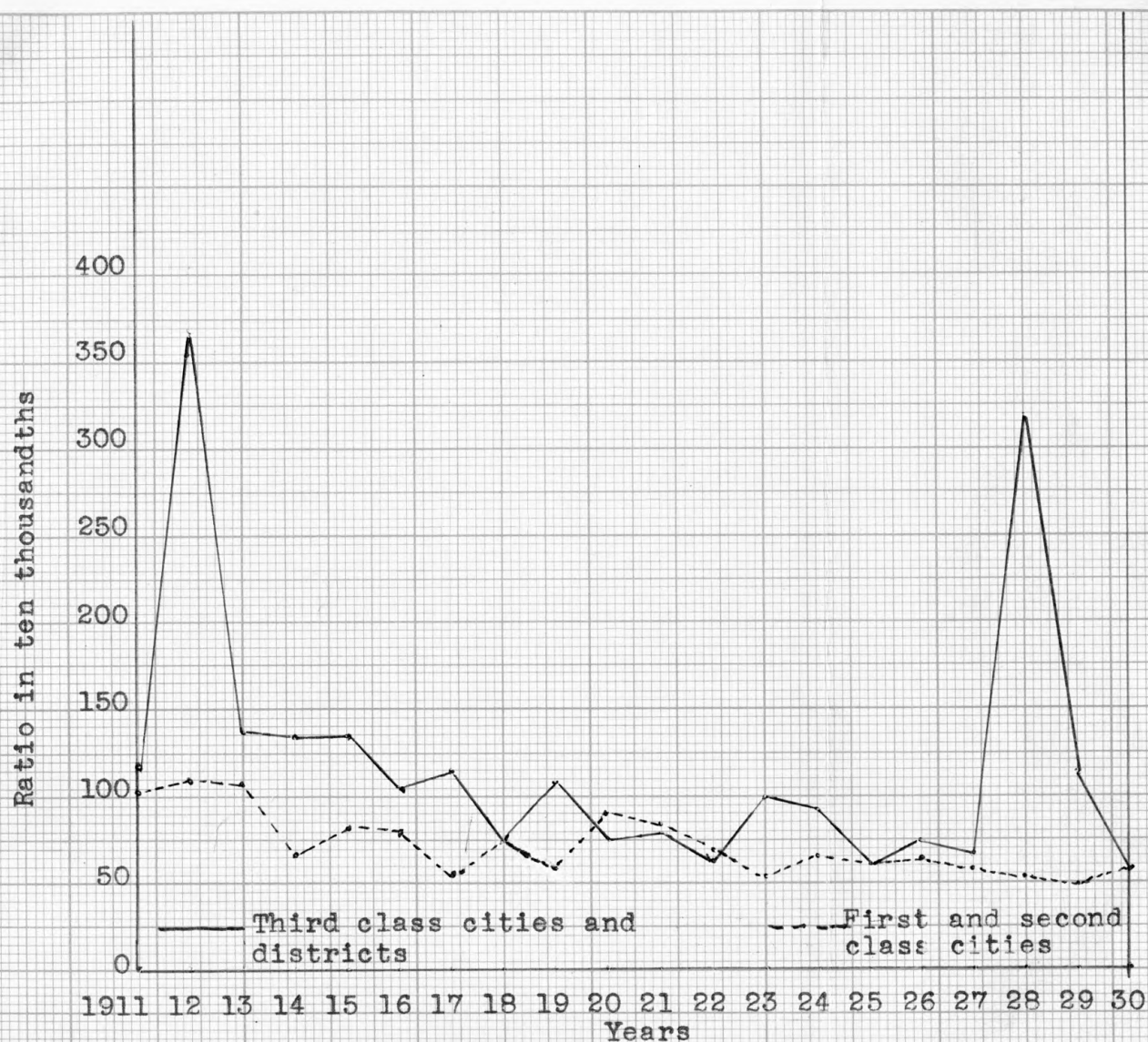


Fig. 3. Ratio of the school census to the number of truants in first and second class cities, and third class cities and rural districts.

Table 7. Summary and Comparison*

School census	Enrollment in school	Percentage of census enrolled	Average daily attendance in school	Percentage enrollment in attendance	
1904	500,894	378,958	75.7	258,493	68.2
1905	503,314	381,595	75.8	264,034	68.3
1906	503,730	390,787	77.6	280,679	71.8
1907	508,870	384,322	75.5	276,713	72.0
1908	507,827	392,009	77.2	290,904	74.2
1909	510,217	397,936	78.0	289,674	72.8
1910	516,061	398,746	77.3	291,329	73.1
1911	515,427	398,749	74.4	295,776	74.2
1912	510,273	395,064	77.4	298,128	75.5
1913	512,300	394,013	76.9	299,368	76.0
1914	503,011	392,662	78.1	310,803	79.0
1915	507,601	394,822	77.78	308,892	78.74
1916	519,505	402,860	77.55	311,267	77.26
1917	525,072	408,845	77.86	318,483	77.89
1918	521,061	405,319	71.50	288,236	71.13
1919	522,083	404,515	77.48	300,713	74.34
1920	522,457	406,515	77.83	309,505	76.07
1921	529,909	395,083	73.72	323,469	81.83
1922	534,751	415,082	77.62	339,789	81.86
1923	537,776	427,310	79.46	347,242	81.26
1924	537,092	424,501	79.04	363,840	85.71
1925	540,936	425,012	78.51	353,503	83.17
1926	543,746	420,472	78.13	357,041	84.04
1927	543,399	422,187	77.69	349,298	82.74
1928	544,524	425,424	78.13	357,029.16	88.00
1929	546,368	428,214	78.39	357,095.76	83.39
1930	555,080	432,749	77.96	366,357.72	84.66
1931	555,209	432,653	77.92	370,713.97	85.68
1932	545,839	424,314	77.75	366,648.4	86.4

*Report of State Superintendent of Public Instruction, 1932, p. 401.

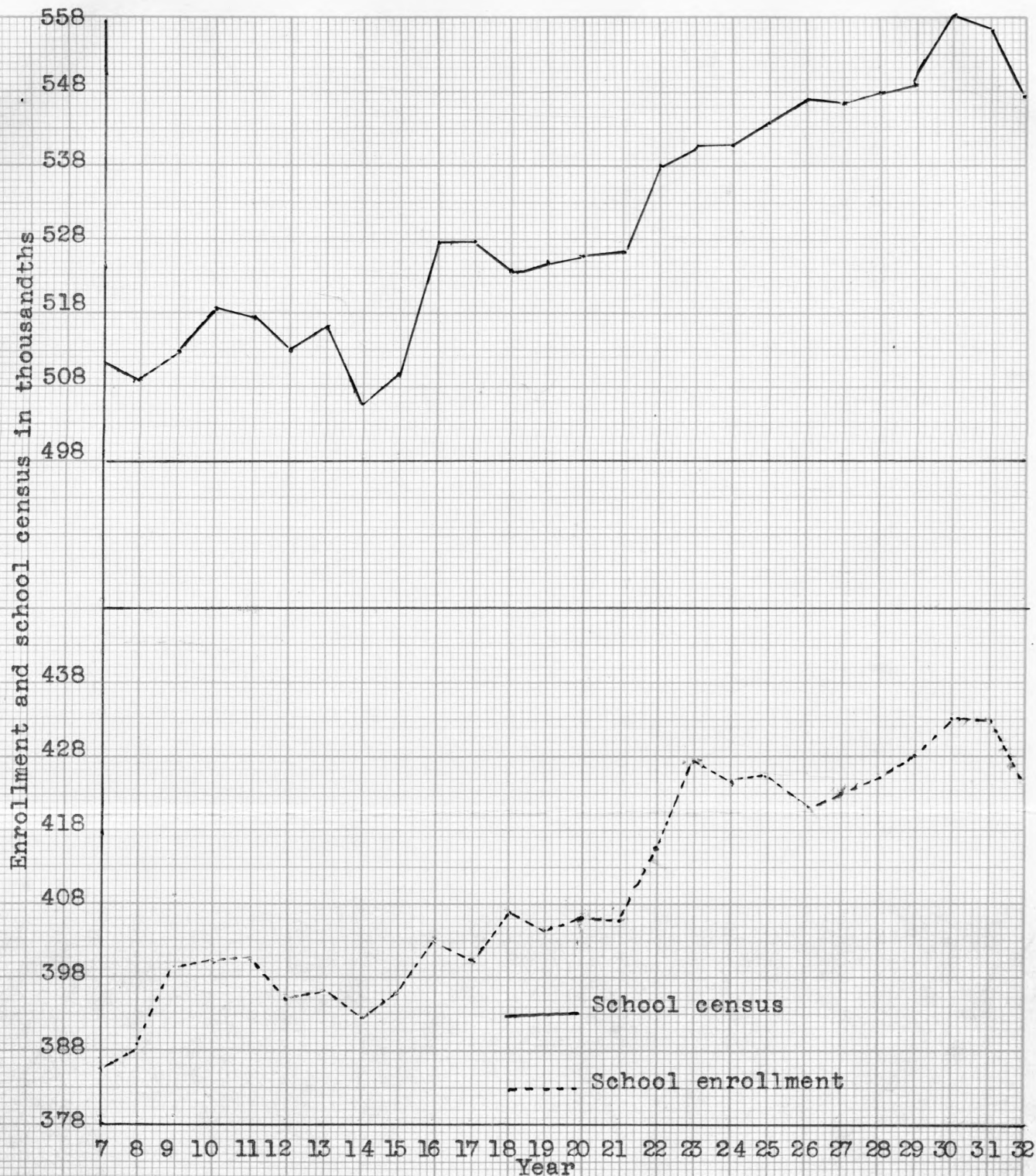


Fig. 4. Summary and comparison of school enrollment and school census, 1907-1932.

In 1918 there was a marked decrease in both school enrollment and school attendance. The years of 1920 and 1921 showed an increase toward the pre-war period level. In 1923 the highest per cent of the school census was enrolled. From 1923 to 1932 we find a gradual decrease in the per cent of the school census enrolled to a point slightly in advance of the pre-war period of 1917.

The attendance in school is shown by the per cent of enrollment attending school. In table 7 and figure 5 the per cent of the enrollment attending school varies from 68.2 per cent in 1904 to 88.0 per cent in 1928. From 1904 to 1911 the per cent of enrollment in attendance varied from 68.2 per cent to 74.2 per cent. An increase is shown in the period 1911 to 1914 from 74.2 per cent to 79 per cent. The percent of enrollment in attendance dropped during 1915 to 1917 from 78.74 per cent to 77.26 per cent. In 1918 there was a considerable decrease and the lowest since 1905. The post-war period of 1919-1926 showed a tendency to recover and mounted from 74.34 per cent in 1919 to 84.04 per cent in 1926. With the exception of 1928 which leaped to 88 per cent, the percentage of enrollment in attendance the remaining years from 1927 to 1932 continued a gradual gain but never to reach the 1928 level.

The common school enrollment is shown in table 8 and

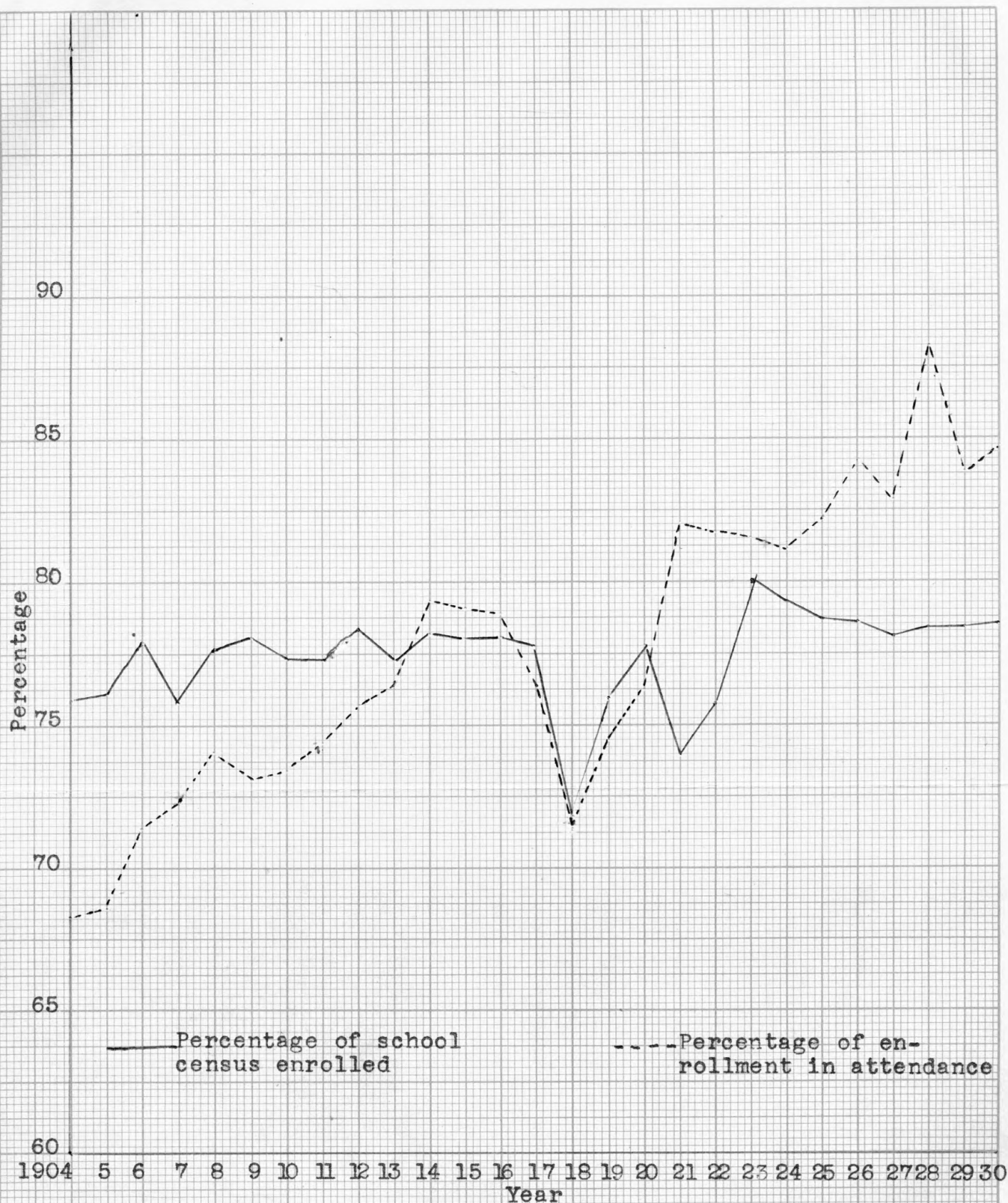


Fig. 5. Percentage of the school census enrolled and percentage of enrollment in attendance in entire state and common schools of Kansas.

Table 8. Total Enrollment in State, Common Schools,
and High Schools, 1905-1930*

Year	Total enrollment	Common schools	High School enrollment
1905	381,595	367,264	14,331
1906	390,787	374,488	16,299
1907	384,322	366,677	17,645
1908	392,009	363,801	24,806
1909	397,936	369,728	28,208
1910	398,746	368,813	29,933
1911	398,749	366,758	31,991
1912	395,064	359,449	35,615
1913	394,013	354,981	39,032
1914	392,662	349,431	42,831
1915	394,823	348,243	46,580
1916	402,860	353,175	49,685
1917	408,845	356,918	51,927
1918	405,319	352,165	53,154
1919	404,515	350,825	53,690
1920	406,880	361,032	57,258
1921	395,083	338,942	64,327
1922	415,082	351,224	72,774
1923	427,310	354,096	77,840
1924	424,501	358,153	78,348
1925	425,012	356,996	78,550
1926	420,472	352,838	77,235
1927	422,187	358,060	78,334
1928	425,424	354,896	78,730
1929	428,214	356,552	80,696
1930	432,749	359,087	82,499

*References citation: 5-17.

figure 6. The enrollment in the common schools has changed from 367,264 in 1905 and 374,488 in 1906 to 359,087 in 1930. There was a regular decrease in enrollment from 1906 to 1908 when the enrollment was 363,801. In 1909 the enrollment rose from 363,801 to 369,728 and began a regular loss in enrollment until 1915. In 1915 the enrollment had fallen to 348,243 which was a decrease of 15,558 in six years. Nineteen hundred and fifteen marks the lowest enrollment record in the common schools for the period 1905 to 1931. The years 1916 and 1917 were years of increase in enrollment until 356,918 mark was reached. The years 1918, 1919, and 1920 were years of low enrollment which fell to 350,825 in 1919. In 1920 there was a sudden rise in enrollment to 361,132 which was the best enrollment since 1911. But in 1921 the enrollment fell to 338,942. The 1921 enrollment is the low mark in enrollment and from then on to 1925, the enrollment tended to gain. The years 1925 and 1926 brought a falling of the enrollment to 356,996 in 1925 and 352,838 in 1926. From 1926 to 1930 the common school enrollment tended to gain. In 1930 an enrollment of 359,087 was reached. The total school enrollment has been on a constant gain and can be attributed chiefly to the gain in high school enrollment. The high school enrollment has risen from 10,133 in 1905 to 73,643

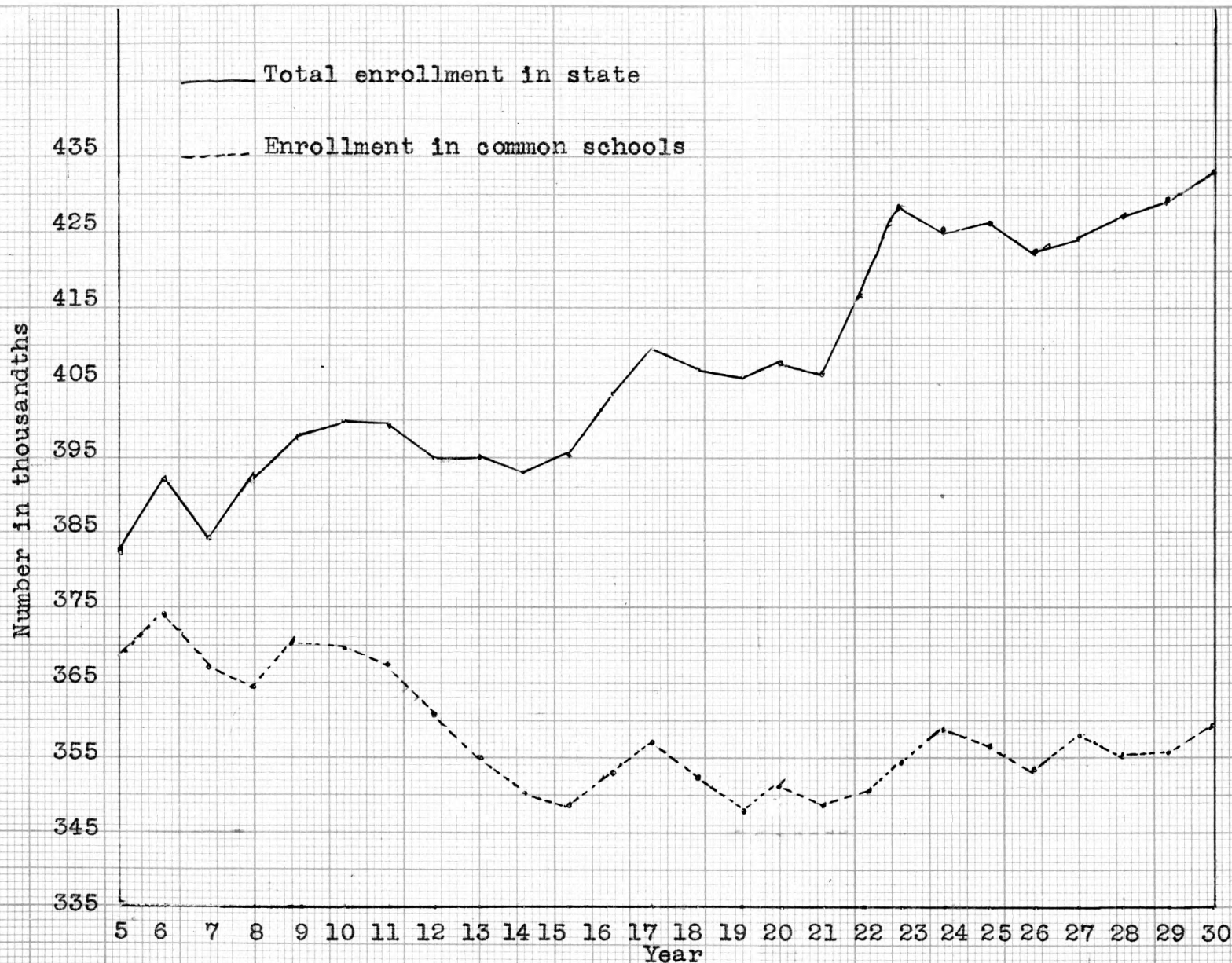


Fig. 6. Enrollment in the state and common schools, 1905-1930

in 1931. The high school enrollment has been one of the main factors causing the great leap in the total school enrollment in the state.

Table 9 gives us a comparison of attendance by classes for the periods of 1910, 1920, and 1930. There was an increase of attendance between the years of 1910 and 1920 for children 7 to 13 years of age. All classes increased 2.2 per cent. The white child of native parentage showed a gain of 2.5 per cent while the white foreign child of mixed parentage showed a gain of 1.4 per cent. Among the Negroes the increase was 5.7 per cent. But among the foreign born white there was a decrease of 11.4 per cent.¹

The decrease among the foreign born white was partly due to the return of the nationals in the world war to their former country. In Kansas the Census of 1920 showed that the foreign whites had decreased from 135,190 to 110,578 persons, a shrinkage of 24,612. At the same time there was a wave of Mexican immigration which increased the foreign born whites by 5,153. The world war and the Mexican immigration together account for the decrease of 11.4 per cent among the foreign born attendance.²

1. Table 9

2. *ibid.*

Between 1920 and 1930 there was an increase of attendance in all classes of 3.5 per cent. The white child of native parentage showed a gain of 3.3 per cent. The native white child of foreign parentage showed a gain of 3.8 per cent. The foreign born white increased 2.8 per cent in attendance and the negro 2.8 per cent.¹

1. Table 9.

Table 9. Percentage School Attendance of Persons 7 to 13 Years of Age by Color, Nativity, and Parentage, 1930, 1920, and 1910, with Increase and Decrease in Rates for Kansas*

Year						Increase or decrease				
	All classes	Native white		Foreign white	Foreign Negro	All classes	Native white		Foreign born white	Negro
		Native parent	Foreign parent				Native parent	Foreign parent		
1930	98	98.2	98.3	97.4	97.3					
1920	94.5	94.9	94.5	71.3	94.5	3.5	3.3	3.8	2.8	2.8
1910	92.3	92.4	93.1	82.7	88.8	2.2	2.5	1.4	-11.4	5.7

*Reference citations: 23-26.

CHILD LABOR AND MOTHERS' PENSIONS IN RELATION
TO SCHOOL ATTENDANCE

The passing of the first real Child Labor Law in 1905 prohibited the employment in factories, packing houses, and mines of persons under 14 years of age, and regulated the employment in other occupations or places of persons under 16 years of age. This law applied to only a narrow number of industries and omitted the most common offenders. The inspector of the Bureau of Labor estimated that more than 250 boys under 14 years of age have been barred from employment and have been placed in school.¹ The various county reports to the state show that the operation of the truancy and child labor laws placed close to 5,000 children in school that would not have otherwise attended school.²

In 1907 the child labor law was made to prohibit the employment of children 8 to 15 during the period school was in session. However, the exemptions in the previous laws still existed and there was a new exemption added which allowed a large loop-hole. The board in extreme cases of emergency or domestic necessity was to allow tem-

1. Session Laws of Kansas, 1905, ch. 278, p. 432.

2. Annual Report of the Bureau of Labor and Industry of Kansas, 1906, p. 107.

porary absences. The main offender holding over from the old law was the poverty clause by which parents could claim exemption of their child.¹

At this time there seemed to be some misunderstanding among both the truant officers and the child labor officers due to the inconsistency of the compulsory attendance law and child labor law. The compulsory attendance law required children to go to school until the fifteenth year while the child labor law allowed children above the age of 14 to work in factories, packing houses, and mills. There were in 1908 a total of 595 children 14 to 16 years employed in the state and in 1909 there were 491 children employed in the state.

The Mother's Pension allowing a maximum of twenty-five dollars to mothers who had children under 14 and were dependent upon them for support was passed in 1915. This was meant to relieve the child worker but had the effect of lowering the compulsory age limit since the child could still be held by the poverty clause in the law.²

In 1917, the child labor law was amended to prohibit employment in any business while the school was in session.³

1. Session Laws of Kansas, 1907, ch. 317, p. 489-491

2. *ibid*, 1905, ch. 261, p. 432

3. *ibid*, 1917, ch. 227, p. 318-321.

However, the legislature in 1919 amended the compulsory attendance law raising the age limit to 16 but still allowed the poverty exemption.¹ The need for a change in the Mother's Pension was very evident if no hardship was to be worked on dependent mothers.

In 1921 the Mother's Pension was amended and the maximum sum raised to fifty dollars per month.² In 1923 there was an amendment to the compulsory attendance law removing the poverty exemption and requiring all children from the ages of 7 to 16 to attend school. The exemptions being to have completed the eight grade or physical and mental deficiency.³

The child labor has the effect of taking the child out of the school and the compulsory attendance law in putting them in school. Both are dependent on each other for their success.

1. Session Laws of Kansas, 1919, ch. 272, p. 367-368

2. *ibid*, 1921, ch. 153, p. 168

3. *ibid*, 1923, ch. 182, p. 264-267.

CONCLUSIONS

1. The child labor conditions before 1903 showed that there were great numbers of children of school age employed in some form of labor while the public school was in session. The number of children employed varied from 3,216 in 1870 to 22,489 in 1900.

2. The Compulsory Education Law developed from the required attendance of all children ages 7 to 14 for the period of 12 weeks to required attendance of all children 7 to 16 for the entire period that school was in session. The present law abolished exemption for poverty and still allowed exemption for physical and mental incompetency or if child had finished the elementary course.

3. In general, the trend of truancy from 1904-1927 was lower but in 1928 and 1929 there was a marked rise in the number of truants. However, in 1930 the lowest level in truancy was reached for the entire period.

4. The greatest number of truants are found in the third class cities and rural districts. The total number of truants in the third class cities and rural districts was 50,167. The total number of truants in the first and second class cities was 44,696. The greatest number of truants in relation to the school census of population was

in the first and second class cities in 15 out of 20 cases.

5. School attendance including both common and high school attendance rose from 378,958 in 1904 to 432,653 in 1931. The general trend is up but 1931 and 1932 have showed a tendency to be lower. The common school enrollment has fallen to a lower level but at present is increasing. The high school enrollment increased from 14,331 in 1905 to 82,499 in 1930 when only the senior high school is considered. The per cent of the school census enrolled between the ages of 7 to 13 has been on the increase from 92.3 per cent in 1910 to 98 per cent in 1930.

The Child Labor Laws and Mothers' Pensions are part of the plan to compulsory education. The Child Labor takes the child out of the factories. The Mother's Pension aids mothers who would keep their children out of school to support the family, and allows the child to go to school. The action of all three laws makes education compulsory and the compulsory education law has the effect of putting the child affected by the previously mentioned law in school.

ACKNOWLEDGMENT

The author wishes to express his appreciation to the late Dr. W. H. Andrews and Dr. V. L. Strickland of the Department of Education, Kansas State College of Agriculture and Applied Science for aid given in arrangement and presentation of the material in this thesis.

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